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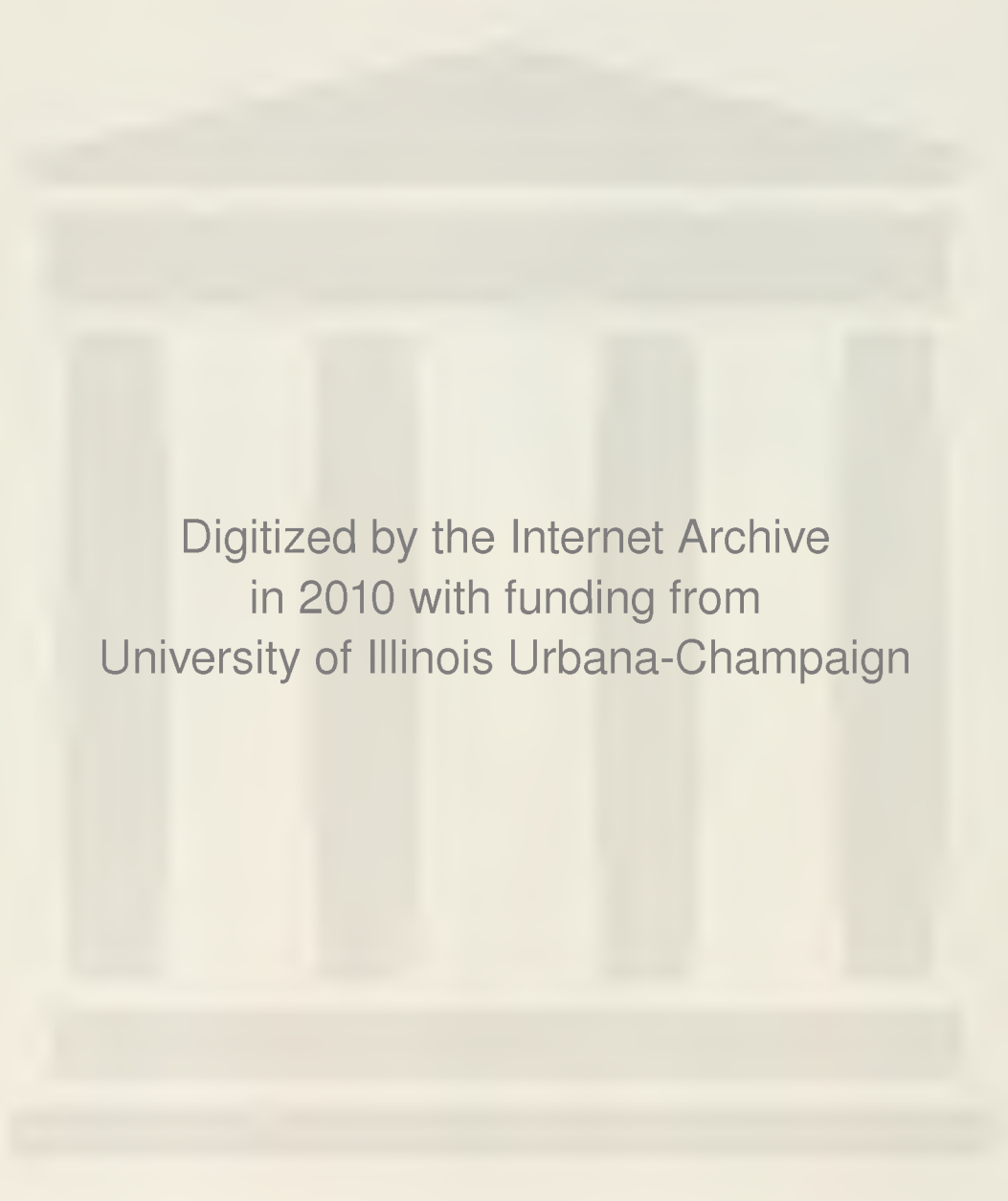


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**BASIC SOURCE MATERIALS IN PUBLIC ADMINISTRATION**

Robert B. Harmon  
San Jose State University

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## BASIC SOURCE MATERIALS IN PUBLIC ADMINISTRATION

by

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PREFACE

The study of public administration is one of the subfields of political science that has undergone considerable change in recent years. Earlier specialists tended to emphasize such topics as budget and fiscal management, government regulation of business, administrative law, and personnel administration. They also tended to focus upon the national government, although, to be sure, many extended their studies to state and local governments as well, and a few even looked closely at the administration of international organizations. More recently, the field has looked more to the broader principles of organization theory. This means emphasis upon a wide variety of bureaucratic structures, including labor unions and universities as well as executive agencies; and upon organizational processes that cut across numerous levels of human endeavor.

This brief guide has been prepared with the belief that the field of public administration does not have adequate bibliographic coverage. The body of this guide is not extensive and does not include all of the types of sources which are available. It is, by design, brief and highly selective, including only those sources which the compiler considers to be the most important. This approach will not burden the user with a multiplicity of sources which could cause more confusion than clarity.

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THE DIMENSIONS OF PUBLIC ADMINISTRATION

Public administration involves the application and execution of the laws, regulations, and policies which government imposes upon the people and the performance of the various public services which government provides. It is concerned with the actual work of protecting life and property, providing educational facilities, regulating business enterprises, building highways and mass transportation systems, maintaining welfare programs, and performing the multitude of functions which have become the responsibility of government. In its broadest sense, administration includes the work of the courts and the legislative branch of government, but the usual connotation attached to the word limits it to the executive branch of government.<sup>1</sup>

Administrative posts, during much of the nineteenth century, were regarded as a natural and legitimate treasure trove which inevitably belonged to the victorious political party. Added to this was the Jacksonian belief that any citizen of average intelligence could administer virtually any program decided upon by official policy-makers. However, such scholars as Woodrow Wilson, Frank Goodnow, Luther Gulick, and Frederick Winslow Taylor were able to make analytic distinctions between policy and administration and cultivate the notion of scientific management.<sup>2</sup>

In recent years, the previous stress on scientific management was relented under pressure from two counter trends. The first borrowed heavily from sociology and psychology and stressed informal organization and procedure. The second trend denied the old dichotomy between politics and administration and stressed the political and policy-making aspects of administration.<sup>3</sup>

Currently, public administration is the study of governmental organization and administration for the purpose of determining the precise consequences that result from specific organizational and administrative patterns and practices. An additional vital purpose to be achieved by the study of public administration is knowledge of the policy process. Social scientists are very interested in determining how policy is formed. Three schools of thought have emerged.<sup>4</sup> They can be categorized as log-rolling, group theory, and power elite explanations of the policy process. Each of these explanations offers a different view of the influence of pressure groups on public policy, with the group theory explanation receiving the most support among political scientists today.

For the beginning student of political science, the literature in the field of public administration is somewhat limited. For the more advanced, the literature is varied and abundant. Within the last two decades, the pedagogical emphasis of this literature has been on the case method.

What follows is a short list of books which will prove useful to the beginner as well as to those interested in pursuing this study further.

1. Bernstein, Marver H. The Job of the Federal Executive. Washington, D.C.: The Brookings Institution, 1958.

A view of the top-level administrative posts and the problems in filling these posts.

2. Blau, Peter. Bureaucracy in Modern Society, 2nd. ed. New York: Random House, 1971.

A discussion of the problems of a bureaucracy. It draws upon sociology for its basic theories.

3. Henderson, Keith M. Emerging Synthesis in American Public Administration. New York: Asia Publishing House, 1966.

A small and valuable volume which reviews public administration since its beginnings. Especially useful is the discussion of the trends between behavioralism and environmentalism which began after World War II.

4. Kaplan, Abraham. American Ethics and Public Policy. New York: Oxford University Press, 1963.

An examination and discussion of the value questions and problems found explicitly or implicitly in the formulation of public policy.

5. Neustadt, Richard. Presidential Power. New York: Wiley, 1960.

This book defines the bargaining power and operational limits in which presidential power can be utilized.

6. Simon, Herbert. Administrative Behavior, 2nd ed. New York: Macmillan, 1957.

A popular theoretical text used in advanced course work.

7. Stanley, David T. Men Who Govern; A Biographical Profile of Federal Political Executives. With others. Washington, D.C.: The Brookings Institution, 1967.

This work analyzes the backgrounds, tenure in office, and subsequent careers of federal political executives from the beginning of the New Deal through the early years of the Johnson administration.



8. Waldo, Dwight. The Study of Public Administration. New York: Random House, 1955.

An introduction to the text books and the other literature of public administration.

9. White, Leonard D. Introduction to the Study of Public Administration. New York: Macmillan, 1955.

A popular introductory text featuring the traditional approach to the discipline.

10. Wildavsky, Aaron. The Politics of the Budgetary Process. Boston: Little, Brown, 1964.

The central role of the budget and the Bureau of the Budget.

11. Woll, Peter. American Bureaucracy. New York: Norton, 1963.

Stresses the dispersion of constitutional power needed to cover the expansion of bureaucracies.

#### SOURCES OF INFORMATION

The literature of public administration is very diffuse, both in terms of substance and availability. Substantively, the old critique of research in public administration as consisting chiefly of the "how-we-do-it-here" variety of writing no longer applies; specialists in the field are striving as hard as any others in political science for theoretical and empirical generality. Partly because of its interest in the many functional areas of government, however, the primary literature in public administration is specialized and scattered.<sup>2</sup>

##### A. Basic Sources

A number of informational sources consisting of primary material are valuable to the public administrator. An outline of these is provided below with one or two examples where practicable.

1. Periodicals. Of the scholarly journals in the field which report the findings of original research, the Administrative Science Quarterly, 1965 and the Journal of Comparative Administration, 1969 and the Public Administration Review, 1940 are good examples. There are, of course, a number of others.

2. Research Reports. There are many university bureaus and institutes, as well as independent organizations, such as the American Society for Public Administration, Public Administration Service, and the Public Personnel Association which issue reports of original research on various aspects of public administration.
3. Conference Proceedings. At times universities and independent organizations issue the proceedings of conferences held on important subjects. A good example is: Theory and Practice of Public Administration: Scope, Objective, and Methods. Philadelphia: American Academy of Political and Social Science, 1968.
4. Official Publications. This category includes government documents and the publications of other governmental agencies.
5. Professional Literature. At various times the National Academy of Public Administration or other organizations issue publications related to the profession such as bulletins and newsletters.
6. Theses and Dissertations. Perhaps the largest body of basic literature is the number of theses and dissertations produced at colleges and universities each year.
7. Unpublished Sources. There are several types of unpublished basic types of sources that are important. They include:
  - a. Notebooks, diaries, memoranda, etc.;
  - b. Internal research reports, company files, etc.;
  - c. Correspondence, personal files, etc.

## B. Secondary Sources

This group of information sources is provided largely in published form. They perhaps form the largest single body of the literature in public administration. An outline of these is provided below with one or more examples where practicable.

1. Periodicals. A number of these specialize in interpreting and commenting on developments reported in the basic literature. Several good examples are American City, 1909+, and State Government, 1926+.
2. Review of Progress. A source of this kind takes the form of a critical summary by a specialist of developments in a particular area of public administration over a given period. Unfortunately, public administration does not have a publication of this type except possibly the Quarterly Journal of Public Policy, 1940+. It appeared as an annual through 1968 and does contain some articles which review progress in the field.

3. Books in the Field. Works of this type serve to expound or to systematize or to discuss or to reveal their subject. The forms they take most often are the treatise, the monography, and the text book.
  - a. Treatise. A treatise attempts to cover the whole of its subject field. In effect it sets out to be exhaustive, aiming for a complete presentation of the subject with full documentation. There is no current work of this nature for the field of public administration generally.
  - b. Monographs. The monograph resembles the treatise in many ways. Traditionally the main difference between the treatise and the monograph is that in contrast to the broad subject scope of the treatise the scope of the monograph (as its Greek etymological origins indicate) is a narrowly-defined single topic. Within its limited subject field, however, the monograph strives to be comprehensive and systematic. Several good examples of works in this area are: Gabriel Almond and James Coleman, The Problems of Developing Areas, Princeton, New Jersey: Princeton University Press, 1960; Luther Gulick and L. Urwick, eds., Papers on the Science of Administration, New York: Kelley, 1968; Glenden A. Schubert, The Public Interest, New York: Free Press, 1960; and Herbert A. Simon, Administrative Behavior, New York: Macmillan, 1957.
  - c. Textbooks. A textbook is a teaching device. Its primary aim is not to import information about its subject but to develop understanding of it. If the role of the monograph is systematization, the role of the textbook is simplification. It concentrates on demonstrating principles rather than recounting details. In public administration there are numerous examples of textbooks. Several good examples are: Felix A. and Lloyd G. Nigro, Modern Public Administration, 3rd. ed., New York: Harper & Row, 1973; Samuel Krislov, Representative Bureaucracy, Englewood Cliffs, New Jersey: Prentice-Hall, 1974; Marshall E. and G. O. Dimock, Public Administration, 4th ed., New York: Holt, Rinehart, & Winston, 1969; and John Rehfuss, Public Administration as a Political Process, New York: Scribner, 1973.



- d. Introduction and Outlines. An introduction is clearly a first book in a subject, designed to lay the groundwork for its user, and leading on to a more advanced or detailed or particular study. An example of this is Fred Kramer, Introduction to Public Administration, Cambridge, Massachusetts: Winthrop Publishers, Inc., 1974. An outline covers the whole of its particular subject, but not in detail. Only the salient features are emphasized. Its aim is not so much to develop understanding (as the textbook), but to map out an area. Where a textbook (or an introduction) is designed for continuous study and is arranged on the assumption that it will be worked through in sequence, the outline can also be used quite easily for reference. An excellent example of an outline is Paul C. Bartholomew, Public Administration, 3rd. ed., Totowa, New Jersey: Littlefield, Adams, 1972.

### C. Selected Reference Sources

One does not usually read a dictionary through from cover to cover. The reason is fairly obvious. Dictionaries do not present related material in a sequence intended to invite continuous reading; they contain separate facts conveniently arranged for intermittent consultation. Conversely, a novel is not frequently referred to for specific facts; it is written to be read through. In general, reference materials are distinguished from others because they are meant to be referred to for specific information. A reference book may therefore be defined as any book which is chiefly consulted for specific information.<sup>6</sup> Most reference materials may be classified by subject and by type. The list below includes only those considered to be the most important in each area.

1. Abstracts. Abstracts are archetypal secondary information sources, comprising not merely citations but also summaries of the contents of publications or articles. They manifestly organize the primary literature in more convenient form. As a device for the political scientist an abstracting service is double edged: not only does it alert him (as an indexing service does) to newly-published works that the law of scattering has so dispersed that he would without its aid miss completely, but it can often obviate the actual perusal of the original journals. International Political Science Abstracts, Paris: International Political Science Association, 1951+, is a useful abstracting service in public administration. Another excellent abstracting service is Urban Affairs Abstracts, Washington, D.C.: National League of Cities and U. S. Conference of Mayors, 1971+.

2. Bibliographies. In practical terms, a bibliography is an intermediary instrument or device which assists in transmitting recorded information from the producer to the ultimate consumer. It serves to guide the user to desired information in the rather chaotic world of books and other forms of communication. The following bibliographies are important in public administration. Cornell University. Graduate School of Business and Public Administration. Basic Library in Public Administration, Ithaca, New York, 1956. This is an unannotated list of books considered of basic value in the study of public administration. A detailed and classified list of books, articles and pamphlets is contained in W. Brooke Graves. Public Administration, Washington, D.C.: U. S. Library of Congress Legislative Reference Service, 1950. D. Halesz, Metropolis, The Hague: Nijhoff, 1967, lists publications dealing with administrative problems in metropolitan areas throughout the world. An annotated bibliography of books and articles on modern bureaucracy, administrative relationships, personnel management, fiscal administration and administrative control are contained in Ferrel Heady and Sybil L. Stokes, Comparative Public Administration, New York: Institute of Public Administration, 1960. Another extensive annotated bibliography is Howard E. McCurdy, Public Administration, Washington, D.C.: College of Public Affairs, School of Government and Public Administration, The American University, 1972. David Mars, Suggested Library in Public Administration, Los Angeles: School of Public Administration, University of Southern California, 1962, lists over 2,300 publications and has a supplement issued in 1964. Catheryn Seckler-Hudson, Bibliography on Public Administration-Annotated, Washington, D.C.: The American University Press, 1953, lists bibliographies, guide-books, periodicals, government publications as well as general works pertaining to the field of public administration. A briefer work: Special Libraries Association, Social Science Group, Source Materials in Public Administration, Chicago: Public Administration Services, 1948.
3. Dictionaries. As one of our most common reference sources, the dictionary is probably less in need of explanation than any other. Its concern is words: either the general words of language, or, as in this case, the special terms of a particular subject discipline. In a field like public administration, so dependent by its very nature on communication, there is a need to understand the meaning of terms especially with regard to expanding areas. There is no one good dictionary for public administration; however, several useful ones are Joseph Durner, ed., Dictionary of Political Science, Totowa, New Jersey: Littlefield, Adams, 1970; and Jack C. Plano and Robert E. Riggs, Dictionary of Political Analysis, Hinsdale, Illinois: Dryden Press, 1973.



4. Directories and Biographical Works. Directories are basically lists of names and addresses, arranged for reference purposes in a variety of ways to match the requirements of their users and frequently updated. The field of public administration has several useful directories which include: The Municipal Management Directory, Washington, D.C.: International City Management Association, 19--; Eric V.A. Winston, Directory of Urban Affairs Information and Research Centers, Metuchen, New Jersey: Scarecrow Press, 1970; and American Society for Public Administration, Membership Directory, Chicago, 1915+.
5. Encyclopedias. Of all reference sources the encyclopedia is probably the best known, and the student will already be familiar with the form and function of the great general multi-volume encyclopedias. There is no truly encyclopedic work in the field of public administration. Perhaps the closest we can come is the International Encyclopedia of the Social Sciences, New York: Macmillan, 1968, edited by David Sills. This 15 volume set covers a great many items related to public administration.
6. Guides to the Literature. Works of this type are not exactly subject bibliographies in the ordinary sense because they usually go beyond the normal limits of enumerative bibliography in including not merely lists of references but discussions of the functions and uses of the various types of literature. Such a guide normally gives examples of sources in its chosen field, drawing on all types of material, and it discusses the sources, evaluates them, and shows how one can compensate for the deficiencies in another. It can guide the user to other sources of information not necessarily in published form, such as specialized libraries, international governmental or non-governmental organizations, and report literature. There is no single work of this type available for public administration but the following contain helpful information. Clifton Brock, The Literature of Political Science, New York: Bcwker, 1969; Robert B. Harmon, Political Science; A Bibliographic Guide to the Literature, Metuchen, New Jersey: Scarecrow Press, 1965-74, 4 vols.; Frederick L. Holler, The Information Sources of Political Science, Santa Barbara, California: ABC-Clio Press, 1971; and L. R. Wynar, Guide to Reference Materials in Political Science, Littleton, Colorado: Libraries Unlimited, 1966-68, 2 vols.

7. Handbooks. One of the reference works most frequently consulted by the active political scientist is the handbook. These compilations offer information on a particular subject in handy form. Although individual reference books of this type vary considerably in arrangement and format, they bear a certain resemblance to encyclopedias. A useful handbook in the field of public administration is the Book of The States, Chicago: Council of State Government, 1935+. This work is published biennially and is designed to provide an authoritative source of information on the structures, working methods, finances and functional activities of the state governments.
8. Indexes. For many years, among the most important bibliographical tools for controlling the periodical literature of public administration have been those indexes which have analyzed the contents, not just of one but of a wide range of titles. For public administration the most extensive indexing service is the Social Sciences and Humanities Index, New York: H. W. Wilson, 1916+, formerly known as the International Index. Another important indexing service is the Public Affairs Information Service Bulletin, New York, 1915+. Yet another is ABC Pol. Sci. Advanced Bibliography of Contents: Political Science, Santa Barbara, California: ABC-Clio Press, 1969+.
9. Yearbooks. A yearbook is an annually published reference work usually containing statistical data or a description of factual developments during specific periods of time. The particular information which is subject to change or requires frequent updating. One of the better known of these in public administration is the Municipal Yearbook, Chicago: International City Managers' Association, 1934+. The purpose of this work is to provide information on current activities and practices of cities throughout the United States. It contains extensive descriptive and statistical data on governmental unit, personnel, finance, and municipal activities. Another important work of this type is the Urban Affairs Annual Reviews, Beverly Hills, California: Sage Publications, 1967+. This is a series of annual reference volumes designed to present critical analyses in various fields of urban studies.

#### D. Non-Documented Sources.

Not least because talking and listening are more congenial than reading and writing, such sources form a substantial part of the communication system of political science, and public administration is no exception. It is clear that they provide something that the other sources do not (and perhaps cannot).

1. Formal, e.g.:
  - a. Government departments, Federal, State and local
  - b. Research organizations
  - c. Learned and Professional societies
  - d. Industry, private and public
  - e. Universities and colleges
  - f. Consultants
2. Informal, e.g.:
  - a. Conversations with colleagues, visitors, etc.
  - b. 'Corridor meetings' at conferences, etc.

FOOTNOTES

- <sup>1</sup>Robert E. Murphy. The Style and Study of Political Science,  
Glenview, Illinois: Scott, Foresman, 1970, p. 41.
- <sup>2</sup>Dwight Waldo. The Study of Public Administration, New York:  
Random House, 1955, pp. 15-22.
- <sup>3</sup>G. A. Jacobsen and M. H. Lipman. Political Science,  
New York: Barnes & Noble, 1956, pp. 153-154.
- <sup>4</sup>Theodore J. Lowi. "American Business, Public Policy, Case  
Studies, and Political Theory," World Politics, XVI,  
July 1964, pp. 677-715.
- <sup>5</sup>Clifton Brock. The Literature of Political Science: A  
Guide for Students, Librarians and Teachers, New York:  
Bowker, 1969, O. 120.

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